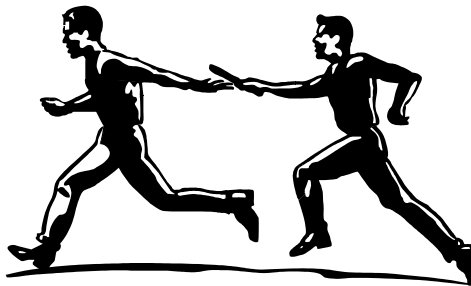


GOVERNOR'S ONE ON ONE

MENTORING PROGRAM



**DEPARTMENT OF JUVENILE JUSTICE
AND DELINQUENCY PREVENTION**

ANNUAL REPORT (fy 2002-2003)

Submitted April 2004

Executive Summary

2002-2003 Report to the General Assembly Regarding Governor's One on One-Mentoring Programs

Governor's One on One Mentoring Programs have offered effective services to over 7600 youth and their families for more than twenty years across many of North Carolina's most service challenged judicial districts and other communities. During 2002-2003 these mentoring programs operated 50 programs in 54 counties.

During FY2002-2003 these 50 programs admitted 645 youth at an annual cost per child of approximately \$2000 of direct service dollars. Approximately 68% of these youth were referred by law enforcement and by Department of Juvenile Justice and Delinquency Prevention staff. Schools, families and local communities provided the additional referrals to the programs. The majority of the referrals came through the North Carolina Juvenile Court system at the recommendation of the Court Counselors assigned to the youth.

The program, having stricter standards for operation, training and volunteer recruitment than national standards, is built on 50 years of research that continues to grow. In this program, directors of the services are annually trained to screen volunteers carefully and then match them with youth in need of a mentor. Additionally, the mentors themselves are carefully trained and prepared before they are matched with any clients. There are safeguards such as regularly scheduled contacts with the mentor, the youth and the family or guardians to ensure the success of the match. In approximately 60% of the matches, this program demonstrates successful, positive relationships between youth at risk and caring adult volunteers in the program. Youth may remain with their match in this program for up to two years as research shows that it is the duration of the mentoring and not necessarily the frequency of visitations or contacts with youth that makes the difference in behavior change. While engaged in the program, 76% of the youth terminated during fiscal year 2002-03 experienced no problems of additional court referrals, runaways or out-of school suspensions. The change in these behaviors for the total clients terminated during this period was a 80% reduction in court referrals, a 50% reduction in runaways and a 58% reduction in out of school suspensions.

The intent of this annual report is to examine the constructs of the programs across the state and to closely examine whether the programs are meeting the desired intent. The evaluation of data will answer several major questions about the One on One programming: **Does the program serve the youth it was and is intended to serve? Is the program delivering the services it was designed to deliver? Has the program demonstrated a positive impact on youth delinquent and undisciplined behaviors? What impact does the Governor's One on One programming have on the youth development center commitments? What is the cost / benefit of this particular programming?**

Governor's One on One Program

Evaluation Report 2003

Introduction

The Governor's One on One Program initiated in 1982 continues to serve "court involved" and "at risk" youth across North Carolina. In response to the North Carolina General Assembly's request for an annual evaluation of the program, the following is created based on data collected throughout the 2002-2003 fiscal year.

In 2003 the Department of Juvenile Justice and Delinquency Prevention provided funding for 50 local One on One Programs. The Department provided oversight, technical assistance, training and programmatic monitoring through the Intervention/Prevention Division of the Department.

This report examines the effectiveness of the One on One Program by addressing five basic questions: Is the program serving the right youth? Is the program delivering the services it was designed to provide? Does the program show measurable positive impact on delinquent and undisciplined behavior? What impact has the program had on youth development center commitments? What is the cost/benefit of this program?

Section 1. Is the Program serving the right youth?

In 2003, approximately **68%** of program admissions were **referred** from either juvenile court or local law enforcement. The Governor's One on One Program requires that programs primarily target delinquent and undisciplined youth. The program **expectation is** that **60%** of the youth served will be referred from either DJJDP Professionals to include court referrals or local law enforcement. Admissions for the past five years are summarized in Table I.

TABLE I
Program Admissions

FY Year	Total Admissions	DJJDP (& Court) Referrals	Law Enforcement Referrals	DJJDP & Law Enforcement Referrals	% of all admissions DJJDP or Law Enforcement
97-98	756	352	282	634	83.4*
98-99	695	334	270	604	86.9*
1999	596	289	219	508	85.2*
00-01	718	354	251	605	84.3*
01-02	730	315	244	559	76.5
02-03	645	249	189	438	67.9
Total	4,261	2,093	1,466	3,559	80.7

* Percentages based on former 90% referral standard which is now **60% of referrals from DJJDP or Law Enforcement.**

Table I shows that just over 80% of all admissions to the Governor's One on One Program during the past six years have resulted from referrals made by either DJJDP staff, primarily juvenile court counselors, or by local law enforcement agencies. The prime target population for this program is clearly being served.

Section 2. Are programs delivering the services that were intended?

The Governor's One on One Program is a statewide initiative that began in 1982 to promote development of local adult volunteer programs. Programs are intended to recruit and train adult volunteers to work one on one with young people from their community. Services are aimed at those young people who are experiencing problem behaviors that make them high-risk for juvenile court involvement. The intent is for the adult to become a friend and positive role model for the young person with whom they are matched. Each volunteer is required to spend 2-4 hours a week for a full year with his or her youth. By developing these special relationships, the volunteers are expected to help the youth channel energy in more constructive ways, develop better attitudes toward school, improve their social interaction skills, and demonstrate a more positive self- concept. The underlying assumption is that if those things occur the children served in this program will show measurable improvement in certain specific behaviors that will result in fewer problems in school, less juvenile crime and a reduction in Youth Development Center commitments.

In 2003 there were 50 local Governor's One on One Programs serving 54 counties. There are several funding levels for these programs based on locally identified need and availability of funds from the Department of Juvenile Justice and Delinquency Prevention. The current formula allows a full-time program to receive up to \$30,000 per year in Governor's One on One funding. Programs receiving "full" grants are required to employ a full-time volunteer coordinator and a part-time clerical position. Any staff expenses greater than \$30,000 and all other budget requirements are the responsibility of the local program sponsor. Based upon local need and the availability of state funds, programs, over the years, have been awarded in increments of the "full-time" amount. Current funding levels include:

- 23 Full-time programs qualified for up to \$30,000 from the State
These programs are required to maintain an average caseload of 17 active matches and to recruit at least 8 new volunteers each year.
- 19 Half-time programs qualified for up to \$15,000 from the State
These programs are required to maintain an average caseload of 8 active matches and to recruit at least 4 new volunteers each year.
- 3 Double-time programs qualified for up to \$60,000 from the State
These programs are required to maintain an average caseload of 34 active matches and to recruit at least 16 new volunteers each year.
- 4 Other programs qualifying for amounts equal to 3/4's of a full-time position up to 2&1/2 full-time positions
- 1 Triple Time program qualified for up to \$90,000 from the State
These programs are required to maintain an average caseload of 50 active matches and to recruit at least 24 new volunteers each year.

The caseload and new volunteer requirement for each of these programs is specified in each individual grant and reflects the prorated level of a "full" program.

Total amount of DJJDP funds contracted to local Governor's One on One Programs in FY 2002-03 was \$1,380,000. A total of 54 counties had fully operational programs during the year. Working with statewide aggregate data on services delivered in these 54 counties, it is possible to average the above information to determine the overall compliance with program expectations. Considering the full-time equivalency of all full-time, part-time and multiple-time programs yields the equivalent of 46 full-time equivalent (FTE) programs. Using that full-time

equivalent as an overall average, the services delivered can be summarized and compared to expectations of actual average case loads and new match requirements:

Minimum expected caseload would equal $17 \times 46 = 782$

Actual total on June 30th was 1277 for an average of 28 youth per program

New matches expected would equal $8 \times 46 = 368$

Actual new matches for the year were 645 for an average of 14 youth per program

These measures of program service delivery indicate that the programs were meeting high expectations in terms of average caseload, number of new matches and overall number of youth served. Another measure of program service delivery is the frequency of contact between the volunteers and youth. The program expectation is that weekly contact will be maintained and that matches will last for at least one year. Last year the youth who completed the program were involved for an average length of stay of 397 days. The average days of contact service were 56 per youth or once every 7 days.

Section 3. Are the programs changing the behavior of the youth they serve?

Governor's One on One Programs are showing a substantial reduction in the referrals to juvenile court and in out of school suspension.

The DJJDP management information system requires the documentation of changes in certain specific behaviors for all youth served by the programs. Those measured behaviors include referrals to juvenile court and out of school suspensions. The programs record the number of court referrals and out of school suspensions for each youth during the 12-month period prior to admission and compare that to the number of instances of these behaviors recorded while they are involved in the program. The aggregate totals for these impact measures for the past reporting periods are summarized in Table II below.

TABLE II IMPACT MEASURES

Court Referrals			
FY YEAR	Before Program	During Program	% Reduction
97-98	571	101	82%
98-99	478	80	83%
99-00	449	67	85%
00-01	439	43	90%
01-02	438	70	84%
02-03	260	54	80%

Out of School Suspension			
FY YEAR	Before Program	During Program	% Reduction
97-98	592	271	54%
98-99	586	250	57%
99-00	541	163	54%
00-01	496	163	67%
01-02	667	163	75%
02-03	407	172	58%

The high percentage of reductions in court referrals and out of school suspensions demonstrates that the programs are having positive impacts on the behaviors these programs were designed to affect.

Section 4. What was the outcome?

Since FY 1992-93 court referred youth who were served by an adult volunteer through the One on One Program were significantly less likely to be committed to a Youth Development Center than were the total court involved youth in the state. Only 2.6% of all youth served by this program were committed, while 3.2% of all court-involved youth were committed to youth development centers over this time period.

A measure of any public initiative is the degree to which it contributed to achieving its overall public policy goal. The goal for the Governor's One on One Program is to prevent troubled young people from being removed from the community. More specifically, the intended purpose of the program is to eliminate or reduce the likelihood of commitment.

The assumption of this program strategy is that effective intervention with appropriately served high-risk youth will reduce commitments for young people receiving those services. To test that assumption, a control group of youth with similar backgrounds and demographic profiles that were not served by the program would be needed in order to make a definitive comparison.

A close approximation of a control group is the total number of court-involved youth in North Carolina. Table III shows a comparison of commitment rates for all court-involved youths to commitment rate for youth served by One-on-One programs.

TABLE III

FY	Court Involved Youth			Court Involved One-on One Youth		
	# Youth	#Committed	% Committed	# Youth	# Committed	% Committed
92-93	23,545	832	3.5%	414	7	1.7%
93-94	27,470	865	3.1%	380	8	2.1%
94-95	26,858	1,027	3.8%	435	16	3.7%
95-96	28,710	987	3.4%	489	15	3.1%
96-97	28,697	1,119	3.9%	547	15	2.7%
97-98	27,617	1,149	4.2%	352	12	3.4%
98-99	27,971	1,257	4.5%	334	8	2.4%
99-00	29,787	955	3.2%	322	10	3.1%
00-01	31,743	731	2.3%	395	11	2.8%
01-02	31,118	512	1.6%	315	6	1.9%
02-03	30,269	570	1.9%	229	3	1.3%
Total	313,785	10,004	3.2%	4,212	111	2.6%

Over the eleven time periods examined in Table III, court referred youth who were served by an adult volunteer through the One on One Program were approximately 19% less likely to be committed than was the total population of court involved youth. During fiscal year 2002-03, court records show that on average 1.9% of all court involved youth were committed while only 1.3% of the court involved youth served by the One on One programs were committed. Youth served by One on One Programs during FY 2002-03 were 32% less likely to be committed.

Section 5. What was the cost? Was it worth it?

The first of these questions is relatively easy; the second is a question that can be answered by policy makers. This section of the evaluation will offer some cost documentation intended to assist in that assessment.

Table IV shows the costs for the Governor's One on One Grants for SFY 2002-2003.

TABLE IV

Annual Cost for the Governor's One on One Grants in SFY 2002-2003

Source of Funds	Expenditures SFY 02-03	% of Expenditures
DJJDP Expenditures	\$1,380,000	48%
Cash & Grants (approx)	\$ 900,000	31%
<u>Local In-Kind</u> (approx)	\$ <u>575,000</u>	<u>21%</u>
Total	\$2,855,000	100%

Average Program Cost: \$57,100 (\$27,600 Cost to the State)

Cost Per Youth: \$4,426 (\$2,140) Cost to the State for **DIRECT SERVICE TO YOUTH**)

One obvious benefit to the state is that local and in-kind contributions are resulting in almost dollar for dollar return on investment in total resources available to support this initiative. The state receives approximately \$1.04 of local contribution for every \$1.00 of state money invested in this service.

There is no easy way to accurately document the benefits to the state and to the local communities served by these programs for the reduction in juvenile crime, school disruptions and juvenile court costs that resulted from the behavior changes seen in the juveniles served by this program. As detailed above, each year the juveniles served by an adult volunteer are less likely to be back in trouble. Given the average Youth Development Center cost per admission of approximately \$65,000 the amount of costs averted over the period covered by Table III comes to nearly \$6,630,000 million dollars.

Other significant cost/benefits that were documented in Table II included **1,950 fewer unlawful actions resulting in referral to juvenile court** resulting in savings to victims for loss of the monetary value of property stolen or damaged and well as the psychological cost of being the victim of a criminal action. Table II also documented over 2,100 **fewer instances of out of school suspension** than had occurred during the previous school year. If each suspension averaged 10 days in length that would result in 21,000 more days in school as a result of the Governor's One on One program and perhaps represents the most valuable contribution to the future of these young people of anything yet mentioned.

Further, as discussed in Section 4 above, benefits in reduced commitments appear to be realized for several years after program participation. The combination of reduced delinquent behavior while in the program, improved school performance and the apparent long term reduction in Youth Development Center commitments make this program a solid investment of state resources.

Summary and Conclusions

This report reviewed the Governor's One on One Program and offered an evaluation based on statistical documentation and narrative summaries addressing five basic questions. The conclusions supported by this analysis are as follows:

1. The Governor's One on One Program continues clearly to demonstrate that it is serving a highly at-risk population of youth who have already begun to display behaviors that

make them likely candidates for more serious delinquent activities and for commitment to the Department's Youth Development Center program;

2. The services provided by the local programs and the support activities of the governing boards at the local level are in line with required standards and program expectations;
3. The behavior of the young people while involved in the program has improved dramatically resulting in fewer court referrals and out of school suspensions as compared to the year prior to their involvement in the program;
4. The overall impact of the program shows an approximate 19% fewer Youth Development Center commitments as compared to court involved youth who were not served by the program; and
5. The overall financial benefits in terms of the generation of local resources and the relatively low cost per juvenile served are noteworthy. The cost aversion to the state by preventing Youth Development Center commitments is significant. The probable reduction in crime and school disruption combined with other recognized benefits such as providing positive role models to troubled youth, fostering stable, supportive relationships with caring adults and improving the self-esteem in the youth served, make the Governor's One on One Program a good investment.